Joint Center for Lessons Learned

Special Bulletin

2000 WORLDWIDE JOINT LESSONS LEARNED CONFERENCE

FORGING A FUTURE JOINT LESSONS LEARNED SYSTEM

Report Documentation Page

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From the Staff

The important lessons learned for all personnel to know are in the field with you, not with us. The JCLL has the mission and the means to share those lessons with the rest of the joint community. If you or your unit have a "lesson" that could help others do it right the first time, then send it to us. Don't wait until you have a polished article. The JCLL can take care of the editing, format, and layout. We want the raw material that can be packaged and then shared with everyone. Please take the time to put your good ideas on paper and get them to the JCLL. We will acknowledge receipt and then work with you to put your material in a publishable form with **you as the author**.

We want your e-mail address, please send your command e-mail address to us at jcll@jwfc.jfcom.mil. Our future plans call for electronic dissemination of various material.

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TIMELY SUBMISSION OF INTERIM REPORTS, AFTER-ACTION REPORTS, AND LESSONS LEARNED RESULTS IN MORE TIMELY, QUALITY PRODUCTS AND ANALYSIS FROM THE JCLL STAFF.

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Message from the Commander
MG William S. Wallace, USA
Commander, JFCOM JWFC

I'd like to start by congratulating all the participants on a very successful and productive first conference. The open forums and candid discussions helped to identify the issues that we, the Joint Community, need to resolve to make the Joint Lessons Learned Program (JLLP) a viable enhancement to our warfighting capabilities. In this Special Issue of the JCLL Bulletin, we are providing you with articles that capture the gist of the conference and help you prepare for the next conference this May. Our overall goal is to coordinate, integrate, and standardize the Lessons Learned process, while modernizing it with the technology available both today and in the future.

The first article by Lieutenant Colonel Stradford, Joint Staff J7 JEAD, presents an overview of the conference briefings and discussions in order to set the tone for the more specific follow-on articles. At the end of his article, LTC Stradford identifies 19 tasks that need to be discussed and resolved in order to accomplish the goal.

In the second article, Mr. Colin Claus, JWFC JCLL Analyst, provides an overview of the conference issues generated by the discussion forums. This is further broken down into the three main areas of the Lessons Learned process—Collection, Analysis, and Distribution. Many of these issues will be examined by a JLLP Configuration Management Board (CMB) that will meet in March.

The Charter for the JLLP Configuration Management Board is the focus of the next article. This article introduces the Charter that has been drafted by the JEAD and JCLL for the newly forming CMB. A copy of the Charter and a list of Voting Members is included in the article.

The next article by Mr. David Free, Air Force Center for Knowledge Sharing Lessons Learned, outlines his briefing on efforts being taken to meet the challenge of capturing and validating lessons learned. The Advanced Lessons Management System (ALMS) is a web-based, on-line system originally designed for the US Air Force, but which could be modified for use by the Joint Lessons Learned Community.

Finally, the last two articles are an overview of the survey results and comments from the first World-Wide Joint Lessons Learned Conference, and a current list of conference attendees and points of contact within the Lessons Learned Community.

WILLIAM S. WALLACE
Major General, US Army
Commander, JFCOM JWFC

Joint Center for Lessons Learned

Publishing Requirements and Guidelines

•　　Articles should be related to lessons learned and applicable to the Joint and/or Service Community.

•　　Articles should be 3-5 pages in length, or could be a complete paper with an executive summary of 3-5 pages that could be published in the Bulletin. The entire paper would then be provided on our web site for more detailed study.

•　　Pictures, if provided with the article, need to be of high enough resolution to allow print quality for publication. If desired, JCLL can add appropriate pictures to complement the article from the DOD Image Collection or other such source.

•　　Bulletins are distributed quarterly in March, June, September, and December. Submission deadline is the first month of the quarter (for example, January for the March distribution). E-mail to: jcll@jwfc.jfcom.mil or by US mail to:

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WWJLL Conference Overview

Lt Col Bob Stradford
Joint Staff J7 JEAD

The first World-Wide Joint Lessons Learned conference (WWJLLC) held 1 and 2 November at the Joint Warfighting Center (JWFC), Suffolk, Virginia, attracted a wide range of participants, linked by their mutual interest in lessons learned and Knowledge Management. Attendees included each unified CINC, the Services, the Office of the Secretary of Defense, the Joint Staff, several DoD and non-DoD linked agencies, representatives from Allied partners, and academia. With such a diverse group, we expected and received a wide range of perspectives, attitudes, and priorities. We also achieved clear consensus on many of the challenges we face today, as well as agreement on those challenges we need to address in the near term.

Co-sponsored by the Joint Staff, J-7 and the JWFC's Joint Center for Lessons Learned (JCLL), the conference successfully accomplished its two key objectives. First, to determine the state of today's lessons learned programs and determine what issues need to be fixed in the near term. And second, to develop a sense of shared equity among the attendees; a tacit understanding that no true lessons learned program can succeed in isolation. The success of the conference was largely due to the interaction and contribution of the attendees themselves. Discussion was professional, active, and constructive. Presentations were also uniformly professional, highly informative, and well matched to the conference objectives.

Colonel Robert Smith, USA, of the Joint Staff, gave opening remarks. His comments were followed by an update of the governing instruction for the Joint Lessons Learned Program (JLLP). The modified instruction now serves as a comprehensive, single-source reference for the JLLP. Other changes include a reduced timeline for Joint After-Action Reports (now 90 days vice 120 days after event closure or redeployment) and selective submission of after-action reports by commands. While in final staff coordination at the time of the conference, the instruction is now waiting for the Director, Joint Staff's signature and should be in official distribution by January 2001.

An update on the Joint Training Information Management System (JTIMS) followed, and generated spirited discussion regarding the respective roles of JTIMS and the JLLP. The discussion concluded with the common view that the two programs were not synonymous but complementary, and must be fully interoperable. That interoperability will be assured by continuing the strong relationship between the JTIMS and JLLP teams.

Next up was the conference's first symposium, "JLLP-Where we are today" designed to capture the state of current lessons learned programs. Another symposium goal was to develop a list of critical issues, challenges, and shortfalls requiring resolution within the next 18 months.

Discussion was facilitated by presentations from the Director, NATO Permanent Maritime Analysis Team (DIRPAT), the Navy Warfare Development Center, the Department of Energy, the United Kingdom's Permanent Joint Headquarters, and the Center for Army Lessons Learned. All the presentations were outstanding and clearly outlined each respective program's unique path to success. For example, the DIRPAT's aggressive vetting of submissions initially surprised most attendees. However, after the Director,

Royal Netherlands Navy, CAPT Henry Stapel fully explained his organization's rationale for doing so, most agreed such an approach could result in a more cogent and focused data set. Also, the Department of Energy's presentation, given by Mr. Bruce Breslau showed that some agencies have a long and rich history of lessons learned process development.

Discussion following the presentations was active and representative of the wide range of priorities and perspectives from the attendees. The group then distilled a group of key challenges considered important enough for additional focus in the second day's symposium. Those challenges were broadly categorized as "General," "Collection," "Analysis," and "Distribution" and are attached at the end of the article. This challenge list was the singularly most important product of the day's work, and established a working "what's wrong" template the attendees used to transition to the next day.

The second day of the conference began with another facilitated symposium titled, "Getting to tomorrow: Collection, Analysis, and Distribution" designed to leverage the first day's issues into a roadmap for the way ahead. Presentations and discussion for this symposium were structured under the sub-themes of Collection (presentation by Mr. Dave Free, Air Force Center for Knowledge Sharing and Lessons Learned), Analysis (Mr. Sam Wassel, Joint Warfighting Center Initiatives Division), and Distribution (Mr. Rich Corson, United States Special Operations Command). Mr. Free demonstrated and explained the Air Force's derivative (Air Force Instructional Input Program (AFIIP)) of the Navy's Instructional Input Program. The ensuing discussion strongly endorsed the program, providing additional impetus for the JCLL's ongoing effort to modify the program for Joint use.

Mr. Wassel's presentation outlined deficiencies in our current analysis efforts and outlined a conceptual plan for developing a sophisticated analysis process. His comments, combined with others made earlier in the conference, clearly highlighted the need to develop a true "operations analysis" capability.

The final symposium presentation, given by Mr. Corson, was a full range summation of Special Operations Command's highly productive lessons learned program.

As each sub-theme was addressed, the group focused on challenges relevant to each and developed a task list for the future. The group also agreed to establish a configuration management board (CMB) to serve as the primary "change agent" for the lessons learned community.

While CMBs usually resolve technical issues not suitable to an at-large forum, the JLLP CMB will expand beyond a merely technical role and have responsibility for resolving taskings, managing interoperability and compatibility issues, resolving specialized technical and process issues, serving as a permanent LL discussion forum, and acting as an advisory working group for a future executive CMB committee. A separate article detailing CMB procedures is included in this issue.

The final presentation for the conference was a demonstration by Dr. David Aha of the Naval Research Laboratory. Dr. Aha showed how observations and lessons learned might be leveraged against highly automated and sophisticated Joint Task Force planning and execution tools. The presentation gave attendees a glimpse of "leading edge" knowledge management activities and clearly demonstrated the importance of establishing a cohesive, interoperable lessons learned community.

The conference concluded with closing comments by Major General H. P. Osman, United States Marine Corps, Director, Operational Plans and Joint Force Development Directorate, Joint Staff. Gen Osman congratulated the attendees for a job well-done, and expressed sincere gratitude for their efforts to come to grips with some tough issues. The general also charged the group to stay focused, engaged, and to continue to work towards establishing a truly "world-class" lessons learned program.

General Osman's remarks set the stage for the road ahead. It is important that we maintain our collective impetus…our interest in working together to enhance our individual and combined lessons learned programs. Key to doing so will be a full commitment to interoperable systems and processes, and to the CMB, which will serve as an excellent vehicle for making that happen. In addition, we must remain sensitive to the rise of "Knowledge Management" as a major theme encompassing a wide range of informational activities, including lessons learned. As Knowledge Management evolves and matures, we will need to modify our programs to incorporate those changes.

This conference effectively focused our sights on today's challenges and near-term tasks. Next, we need to develop our long-term vision and build a strategic plan for achieving an "end state" lessons learned program. We'll take on that challenge at our next WWJLLC 9-11 May 2001.

Summary of Tasks:
1. What role should the JCLL play with respect to expended LL community?
2. What process should be used to establish and manage interoperability?
3. Requirement to develop a post-submission observation review process.
4. Establishment of common LL terminology, language, and definitions.
5. Development of a process to effectively capture operational LL?
6. Should we execute active LL collection, and if so, how should such collection be formatted?
7. Should database design be standardized, or should we pursue flexible access/query options?
8. What is analysis? How is it accomplished and leveraged by the LL process?
9. What frequency and criteria should be used for archiving?
10. Should LL be stratified/weighted, and if so, what criteria (such as risk management) should be used for doing so?
11. How do we establish closure on LL (such as institutionalizing within DOTMLPF)?
12. What linkage should exist between LL and issue resolution processes?
13. At what point does a submission become an approved/published LL?
14. Need for development of an agree-to "intelligent" search system.
15. What criteria should be used to tailor/focus reports to the field?
16. How can LL be efficiently incorporated into DOTMLPF? How will that incorporation be accomplished in multinational environments?
17. How do we establish suitable classification criteria (US, US/mil, inter-agency, and multinational)?
18. How do we optimize active/push and passive/pull processes?
19. How do we link and leverage multiple databases?

WWJLL Conference Issues

Colin Claus, Analyst
JWFC JCLL

As was mentioned, the World Wide Joint Lessons Learned Conference (WWJLLC) brought representatives from all aspects of joint, multinational, department of defense, and other interested parties together for a lessons learned forum. The presentations and discussions centered on different methodologies and philosophies ranging from the basic concept of lessons learned/lessons identified all the way to what the future of knowledge management holds for the joint community and others. These future plans and issues regarding how the system could be improved were captured for the forthcoming JLLP Configuration Management Board (CMB) scheduled for 6-7 March 2001.

The issues identified and briefly discussed were put into three categories: collection, analysis, and distribution. Since these are the main focus areas regarding lessons learned, this convention best organizes these topics for future discussions.

The first category was collection and although simple in concept, there are many facets to this process. First and foremost, the role that the Joint Center for Lessons Learned (JCLL) should play with respect to the extended lessons learned community needs to be defined. Since there are so many independent lessons learned sites and organizations, it needs to be determined who has what level of responsibility to collect and store information. Specifically, what should the roles of these organizations play and what level of coordination should exist between them?

Then after the information is collected should the storage and retrieval be standardized?   The premise here is that if there are different systems that require arcane techniques, the lessons learned system as a whole will suffer—both through collection and retrieval. There is evidence to suggest that people seeking information will become quickly discouraged if the system they are using is not user-friendly. Therefore, even if the different sites have different storage systems, these differences should be made transparent to the users.

There are also issues that deal with collection during operations that pose challenges not encountered during exercises and a lessons learned review process to ensure that appropriate people review or have a chance to approve or validate the observation. This is important when third party personnel have access to operations with the purpose of collecting information or there is a system where individuals can input directly to a collection point. Even with the best of intentions, raw observations may not accurately portray a situation that could lead to the drafting of a totally erroneous lesson. Even with subsequent reviews that would most likely preclude an inaccurate lesson from being incorporated into a database, it is felt that a review process at the originator's level would save time by not pursuing and writing about a misleading observation.

As in any system that is universally accepted, standardization was addressed—specifically defining the process itself. Some refer to the system as "lessons learned" while others refer to it as "lessons identified." Still others refer to the overall system as "knowledge management." Minor variances in a central theme but having the potential to confuse those who are not intimately familiar with the system. These conventions should be agreed upon and the CMB will provide the forum to initiate these changes.

Another topic considered was whether or not to pursue active collection by dedicated analysts/observers. The concern there is that the outside perspective may not accurately record what actually happens and further-

more begs the age-old question, "Does the observer adversely influence the environment?" Even discounting the possible "black hat" perception of the participants, does the outside interference influence (positively or negatively) affect the interaction and dynamic of the exercise or operation?

The next category that the issues were grouped into is analysis. Again, standardization was considered by asking what the definition of analysis is as it applies to lessons learned and how should it be accomplished within the lessons learned context? Better stated perhaps is what level of analysis should or can be performed by lessons learned organizations? Although there may be subject matter experts in certain areas that may be able to address lessons learned in detail, usually the organization submitting the report is considered the expert on its submissions. Therefore the analysis done by lessons learned sites will probably be more oriented towards linking reports with the universal joint task list (UJTL) and with regard to Doctrine, Organization, Training, Materiel, Leadership, and Personnel (DOTMLP).

Another consideration proposed was whether to further break down the categorization by stratifying or weighting the reports. The most difficult aspect of that would be determining what criteria to assign to convey the correct level of importance or criticality of the report. As with most selection criteria, it is always easy to separate reports that fall into either extreme; it is the middle ground that poses the challenge. A counter to that premise is that information is only important when it applies to your present or potential situation so regardless of which method is employed to stratify or weight information, none of the reports should be kept from the user/searcher. If it were to be an exclusionary tool, the obvious pitfall is that information could be withheld if the search parameter excludes lesser-weighted reports that could potentially be critical to the searcher. Therefore this system would be used to organize the results of a search so that all the reports would be presented to the searcher and would be organized/displayed from the perceived most important to least so that the searcher would have the highest probability of finding useful/pertinent information more quickly than if he had to read every report presented.

The last category is distribution and this too raises many questions regarding the direction and responsibility of the lessons learned community. The most basic one asks at what time does a submission become an approved/published lesson learned? The point here is should all reports submitted automatically be put in the database? This relates somewhat to the analysis section because while reviewing reports, it may be that the situation is already addressed or even by the time the report is received, a resolution or change may have been implemented rendering the report obsolete. Which brings us to another critical point—what are the criteria for archiving lessons learned that are no longer applicable? Obviously reports about systems that are no longer used (e.g., WWMCCS (Worldwide Military Command and Control System)) should be archived but there are other reports that deal with problems that can be archived only after a detailed review and follow up. This goes somewhat hand-in-hand with the remedial action program's (RAP) issue resolution process but the RAP does not track all issues and again, leaving reports containing issues in the database after they have been resolved could mislead users.

Another aggressive goal deals with the linking of the different lessons learned databases. Since there are so many different databases, having to search each one (even if hyperlinked) will be quite labor intensive. Rather it would be easier and more user-friendly if all the databases could be automatically linked so that the user could choose which ones (or default to all) databases he would want to search. That way one query, one search, one result.

The WWJLLC provided an excellent forum for the exchanging of ideas but as you have read, it also opened up a variety of challenges and ideas that have yet to be explored. The good news is that the community was well represented and the CMB will certainly set the course to make the whole lessons learned process a better tool and resource for all.

A Charter for the
Joint Lessons Learned Program
Configuration Management Board

On 1 and 2 November, members of the extended lessons learned community met at the USJFCOM Joint Warfighting Center facility in Suffolk, Virginia, to determine the state of today's lessons learned programs and identify issues that are in need of near term fixes. Accompanying articles in this issue of the *JCLL Bulletin* describe the conduct, presentations, and discussions of the first World-Wide Joint Lessons Learned Conference (WWJLLC) and the issues, challenges, and tasks identified by the participants. One of the outcomes of discussion was the agreement of conference participants to establish a Joint Lessons Learned Program (JLLP) Configuration Management Board (CMB) to address near-term lessons learned issues. Using the guidance provided by the WWJLLC, the JEAD and JCLL have created a proposed charter defining the CMB's purpose, scope, mission, organization, functions, and responsibilities. Readers are encouraged to comment on the proposed charter presented below by 1 March 2001. A copy of the charter, as well as other CMB-related information, will be also available through the unclassified JCLL web site at http://www.jwfc.jfcom.mil/dodnato/jcll/.[1]

Charter
For
Joint Lessons Learned Program
Configuration Management Board

1. Purpose
This charter establishes the Joint Lessons Learned Program Configuration Management Board (JLLP CMB) to evolve and maintain the JLLP as a single, unifying DoD lessons learned architecture.

2. Scope
JLLP CMB activities will pertain to the maintenance and evolution of the JLLP. The scope of the JLLP and JLLP CMB activities may be expanded by action of a future Joint Lessons Learned Program Steering Group (JLLP SG).

3. Mission
The mission of the JLLP CMB is to serve as the Configuration Management Board, i.e., to manage the development of and maintain the changes in the DoD lessons learned architecture as it evolves to address new domains, technologies, standards, processes, issues, techniques, and protocols.

4. Organization
The JLLP CMB will be organized as follows:

> *A. **Chair.** The Chief, Joint Exercise and Assessment Division, Joint Staff Directorate for Interoperability and Planning, J7, chairs the JLLP CMB and is the primary liaison with the JLLP SG.*
> *B. **Secretariat**. The Joint Center for Lessons Learned (JCLL) shall provide the secretariat to perform the JLLP CMB administrative tasks directed by the Chair.*
>
> *C. **Configuration Management Manager (CMM)**. The Joint Center for Lessons Learned (JCLL) shall provide the CMM to perform configuration management tasks directed by the*

Chair to include: to ensure the proper identification of the lessons learned configuration, to control changes, and to record the change implementation status of the physical and functional characteristics of the Joint After-Action Report (JAAR) architecture.

*D. **Voting Members.** Voting members are the official representatives of the Joint Staff, Joint Warfighting Center, combatant commands, and the Services. They are each designated to present the unified position of an organizational element that has a lessons learned capability/ mission if that organization wishes to participate. The current voting membership of the JLLP CMB is listed in Appendix A. Voting members or a designated representative are expected to be present during JLLP CMB meetings.*

*E. **Nonvoting Member**s. Nonvoting member status is open to all interested participants pending classification, security, timing, space, and protocol considerations. Nonvoting participation is at the pleasure of the JLLP Chair or the Secretariat. The Chair, the Secretariat, the Configuration Management Manager, will otherwise be considered nonvoting members of the CMB.*

5. Functions and Responsibilities

A. The JLLP CMB Chair will, as a minimum:
> *1. Schedule and conduct meetings*
> *2. Develop and agenda prior to meetings*
> *3. Present status of JLLP CMB activities to the JLLP SG*
> *4. Present unresolved issues to the JLLP SG for resolution*

B. The Secretariat will, as a minimum:
> *1. Perform the administrative tasks associated with the JLLP CMB.*
> *2. Install meeting agendas, meeting minutes, updated rosters, and associated documents on the JCLL home page.*

C. The JLLP CMB will, as a minimum:
> *1. Fulfill the mission of the Charter.*
> *2. Establish subgroups to address standards selection issues and activities as necessary.*

D. Each JLLP CMB Voting Member will, as a minimum:
> *1. Act as the focal point for the member's organization to resolve issues related to standards selection for the JAAR.*
> *2. Coordinate support to subgroups as necessary.*

6. Procedures
The JLLP CMB will observe the following general procedures:

*A. **Standing Rules.** The JLLP CMB may establish standing rules as required to effectively carryout this charter.*

*B. **Meetings.** The JLLP CMB will meet on a regular basis or at the Chair's request. Meeting dates shall be arranged to minimize schedule conflicts and maximize participation. JLLP CMB meetings will follow an agenda published at least one week in advance, and are facilitated by the Chair.*

C. **Quorum.** *A quorum will exist when (1) three of the five military services are present, and (2) a simple majority of the voting members are present.*

D. **Issues.** *Any voting member may raise issues to the Chair, and if requested, the issue may be added to the agenda for the next meeting. The JLLP CMB may ask the Chair to forward a technical issue to a subgroup for recommendations.*

E. **Decisions.** *JLLP CMB decisions shall be made based on a consensus of the voting members. Decisions concerning the scope, mandates, and standards in the JLLP CMB will require that (1) a simple majority of the quorum present vote in favor of a motion, and (2) no substantive disagreements are raised. The voting member(s) raising a substantive issue must submit a written rationale to the JLLP CMB Chair, who will notify the JLLP SG. Participation in the CMB as a voting or nonvoting member does not assume or imply compliance with decisions by the CMB. However, decisions based on votes by the CMB will be viewed as binding after final assent by the JLLP CMB SG. SG representation will consist of at least "planner-level" representation from each of the voting member organizations.*

F. **Charter Review.** *The JLLP CMB Charter will be reviewed as necessary.*

Appendix A
Joint Lessons Learned Program Configuration Management Board (JLLP CMB)
VOTING MEMBERSHIP

Joint Staff J7/ Joint Exercise and Assessment Division (JEAD)
Joint Warfighting Center/ Joint Center for Lessons Learned (JCLL)
U.S. European Command (USEUCOM)
U.S. Central Command (USCENTCOM)
U.S. Southern Command (USSOUTHCOM)
U.S. Pacific Command (USPACOM)
U.S. Space Command (USSPACECOM)
U.S. Strategic Command (USSTRATCOM)
U.S. Joint Forces Command (USJFCOM)
U.S. Special Operations Command (USSOCOM)
U.S. Transportation Command (USTRANSCOM)
U.S. North American Aerospace Defense Command
U.S. Air Force (USAF)
U.S. Army (USA)
U.S. Coast Guard (USCG)
U.S. Marine Corps (USMC)
U.S. Navy (USN)

If you have any comments or suggestions regarding the charter, the CMB, or the JLLP, we'd like to hear from you. Please contact the JCLL by phone (DSN 668-7667 or 757-686-7667), FAX (6057), e-mail (runnalsm@jfcom.jwfc.mil), or in writing (USJFCOM, JWFC, Joint Center for Lessons Learned, ATTN: Deputy Director, 116 Lakeview Parkway, Suffolk, VA 23435-2697).

[1] A Joint Warfighting Center Webgate account is required. To find out more or to request an account, go to the above mention JCLL web site and click your mouse on the "click here" area at the bottom of the page.

Advanced Lessons Management System
(ALMS)

David L. Free
AFCKSLL

This article is based upon the briefing presented during the World-wide Joint Lessons Learned Conference, November 2000, by the Air Force Center for Knowledge Sharing Lessons Learned (AFCKSLL).

In 1999 while attending a configuration management board for the development of the Joint Training Information Management System (JTIMS), AFCKSLL personnel realized that shortly there would be a collection and management deficiency for observations and lessons learned for a majority of the Air Force personnel. Being human, we first began complaining about the sequence of events and the fact that it was already difficult enough to get an after-action report from the folks in the field. Amidst all the griping we began brain storming about the different possibilities that might occur in the future. Somewhere during this gripe time someone said, "why don't we create a program for the Air Force?" After the initial impact, shock, and denial, we redirected the negative thoughts to possibilities — what type of program, how would it work, what kind of details are involved, what are our limitations, what are our strengths, and do we really want to do this? Thus the idea of a web based, on-line system was born from these discussions.

We were now committed. Our main strengths were that we could draw upon our assessment collection experience gained during the two years supporting the Joint Expeditionary Force eXperiment (JEFX), and that we had both programmers and operators in the same office for concept development. With a self-imposed limitation that the program had to be backward compatible to the Joint Universal Lessons Learned (JULLS), we began "white-boarding" the program. The attached diagram is the final flow process we created. Initially the Air Force Instructional Input Program (AFIIP) On-line name was chosen to reflect the similarity to the AFIIP 5.3 program currently in use to collect observations and lessons learned. (AFIIP is the same program as the Windows Joint Information Input (WJIIP) Program but with Air Force terminology.) We recently changed the name to Advanced Lessons Management System (ALMS) because the program has gone beyond the bounds of just input into a full lesson management program. Unlike the AFIIP and the WJIIP programs, the ALMS program contains a means to manage and track observations.

For the program to be viable we determined it should have these capabilities:
- Controlled access to the inputs
- Coordination of the inputs for review
- Validation of a users input
- Consolidation of the numerous possible inputs
- Creation of a final after-action report
- Control of inputs that need follow-up action
- Transportability of the created reports
- Management of the users themselves
- Feedback to submitters

Realizing that all commanders like to review any reports being generated from their command, we wanted to control the access of the inputs until everything had been validated and approved for publication or released for public viewing. We accomplished this through having all users register in the system and identifying who has ownership of each observation submitted. Only the owners may view the observation until it is published and the "current owner" may edit the observation at any time. This limited "ownership" thereby controls all submissions until a designated approval authority allows it to be released/published for public access.

The ownership process enables transmission of an observation to any supervisor for review and coordination. The user/owner selects an entry for review and enters an email address within the program. The program will then check to see if the review person is registered in the program. If not, a detailed email is generated with an explanation of what is expected of the reviewer and the procedures to access the input. If the reviewer is already registered, then a simple email is transmitted to notify him/her of the review requirement. This transmission of the observation also changes the "ownership" within the program and permits the new owner to edit the original input. However, when the observation is opened for editing a "tag" line is added into the text field that identifies the organization, the date, and the time that the editing was accomplished. This aids in tracking what organizations have actually accessed the input as editors.

Editing is a primary function of the validation process and the validation of all inputs is necessary to ensure the information is valuable for future use. The event's sponsoring Major Command (MAJCOM) should designate the validation personnel. These people will then have editing privileges and the ability to do multilevel coordination of any observation. This enables the MAJCOM to identify the best person to validate any input received and, since the program is Internet based, there are no restrictions on where that subject matter expert is located.

Since the validation personnel will be reviewing all inputs, they also have the ability to consolidate similar items together with an overview document. The overview contains links that connect to the original inputs that were compiled during the consolidation. This gives the validation person a means of reducing the items within her event listing. Example: if there are ten inputs on one subject, creating an overview will reduce the index listing to just one, the overview. Then when the overview is accessed it will identify the supporting observations within the file.

Creation of a final after-action report is very similar to the consolidation procedure. Eventually one person should be responsible for collecting all an event's inputs for the final report. With all the inputs (including validations and summaries) in one person's folder, he will do a "select all" and then "create an "After-Action Report." This action opens a summary input so that the editor may enter all the event's information and identify the objectives and outcomes of the event. When the select all/after-action report process began the program automatically linked all the original inputs to this final after-action report summary. After all validation is complete the report may be published. By publishing the report it is now available for any military user to search and analyze from the AFCKSLL web site.

Sometimes there is a need to publish observations that the military community should be aware of but at the same time require follow on actions. The ALMS program enables continual documentation of any follow-up actions required. The validation personnel may identify items that require remedial actions. These items

would be published in an "open" mode. This enables the person responsible for taking the follow-up action to "recall" the item from the published database and add information as it occurs.
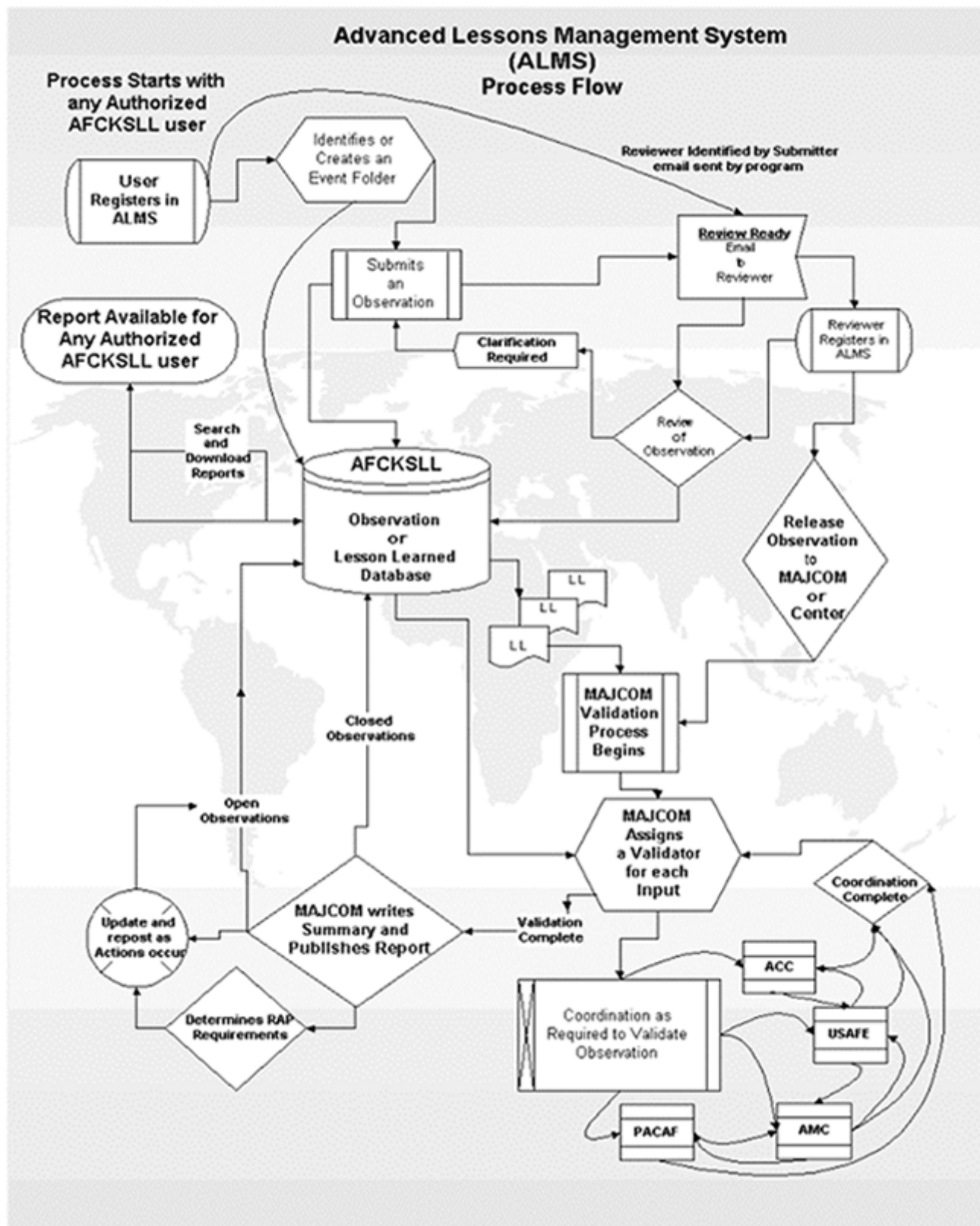
Since we built the ALMS program around the Internet, we needed to provide a means to support those times when the network may be down or not available. To this end, we designed an import and export function within the program. This enables movement of the reports between any of the Windows Joint Information Input Programs (WJIIP). A user may create a report in a laptop, export as an ASCII file, and then import the file into the ALMS program for coordination. Conversely, he may also export the file out of the ALMS in either a text file or an ASC II file for import into another lessons input program.

We considered the user personnel management one of the biggest problems to overcome–who would have access, who will be validating, who will be reviewing? We addressed this similar to the way we addressed observations. Since there must be someone managing and coordinating the observation inputs, why not create a manager for all users? This is the only area where AFCKSLL personnel must get involved with any unit that wishes to use the system. We must approve the first personnel user manager for every organization. Thereafter that person has the responsibility to manage his or her own personnel for an event. This "user manager" may update all profile information for users within their organization. The program includes a "manager help" link for users. Clicking the link opens a unit manager listing that contains an email link and a phone number.

Something we learned early in JEFX was that feedback to the submitters increased the inputs we received. The airman who submitted the input really liked to know that his effort to make the input was not in vain. We use the email system to provide positive feedback for all users. When registering in the system the first required item is an email address. The system references that email as a link for all notifications. We also included an alternate email capability in case a user is on an extended deployment. The program generates feedback anytime a user "enters or updates" an observation in the system. Example: the user has submitted an observation for review. Upon transmission the user receives a confirmation email that it was sent. As soon as the reviewer opens and "resaves" the observation the original user receives an email informing him of the action. This continues throughout the life of the observation until publication. At publication the user receives an email that the entry has been published and may now be viewed on the AFCKSLL web site. The feedback action not only notifies the original submitter but it also notifies any reviewer that had ownership of the observation during its lifecycle.

The Advanced Lesson Management System is a step forward in supporting knowledge sharing while the Air Force meets its worldwide commitments. It enables observation entry, review, coordination, consolidation, and final report creation regardless of worldwide location. This cooperative effort will allow us to more easily share event observations and lessons learned during any exercise or contingency.

Advanced Lessons Management System (ALMS) Process Flow

Process Starts with any Authorized AFCKSLL user

User Registers in ALMS

Identifies or Creates an Event Folder

Reviewer Identified by Submitter email sent by program

Submits an Observation

Review Ready Email to Reviewer

Report Available for Any Authorized AFCKSLL user

Clarification Required

Reviewer Registers in ALMS

Search and Download Reports

Review of Observation

AFCKSLL

Observation or Lesson Learned Database

LL
LL
LL

Release Observation to MAJCOM or Center

Closed Observations

MAJCOM Validation Process Begins

Open Observations

MAJCOM Assigns a Validator for each Input

Coordination Complete

Update and report as Actions occur

MAJCOM writes Summary and Publishes Report

Validation Complete

ACC

Coordination as Required to Validate Observation

USAFE

Determines RAP Requirements

PACAF

AMC

WWJLL CONFERENCE
SURVEY RESULTS

Bill Gustafson
JWFC JCLL

Of the 89 attendees to the conference, 34 (38%) responded by filling out the forms. While the majority of the responses rated in the Strongly Agree/Agree category, it is apparent that some changes are necessary to improve on future conferences.

One major area of concern brought up by 7 attendees (21% of responses) was about "Adequate information was provided on conference web page (Agenda, purpose, lodging, directions, etc.)." Most complaints (see comments below) dealt with the late addition of the Agenda to the Web site. While we were working on the agenda late into the planning stages, almost to the last minute, we will endeavor to eradicate this problem prior to the next conference.

Another area of concern was with the difficulty in getting in to the Joint Center for Lessons Learned (JCLL) Web site. The primary way to access the JCLL Web site is through the USJFCOM, Joint Warfighting Center site located at www.jwfc.jfcom.mil . Access to certain sections of this site requires a Web Gate Account. You can use any of the JCLL Staff as your JWFC contact name. In addition, we are looking into the possibility of setting up a web site outside the JWFC firewalls.

The following is a breakdown of the responses and comments from the survey forms:

Survey Form Results (33 forms returned)

CHARACTERISTICS	STRONGLY AGREE	AGREE	UNDECIDED	DISAGREE	STRONGLY DISAGREE
Adequate Methods were used to announce the Conference	15 **45%**	13 **39%**	2 **6%**	1 **3%**	2 **6%**
Adequate information was provided on the conference web page	13 **39%**	11 **33%**	7 **21%**	2 **6%**	0 **0**
Pre-registration was accomplished easily over the internet	15 **45%**	12 **36%**	4 **12%**	1 **3%**	1 **3%**
In-processing was easy and organized	18 **54%**	13 **39%**	1 **3%**	0 **0**	1 **3%**

Information packets were adequate to support conference participants	15 **45%**	14 **42%**	2 **6%**	1 **3%**	1 **3%**
The purpose of the conference was clear	12 **36%**	17 **51%**	2 **6%**	2 **6%**	0 **0**
The conference was well structure and followed the intended agenda	12 **36%**	19 **52%**	1 **3%**	0 **0**	1 **3%**
The presentation of information was relevant and understandable	7 **22%**	22 **69%**	2 **6%**	1 **3%**	0 **0**
The conference length was adequate for material covered	14 **42%**	15 **45%**	2 **6%**	1 **3%**	1 **3%**
The conference was structured to meet the needs of the participants	14 **42%**	14 **42%**	3 **9%**	1 **3%**	1 **3%**
Discussion topics were adequate for the participants	7 **22%**	20 **63%**	4 **13%**	0 **0**	1 **3%**
I will attend future conference again	18 **54%**	10 **30%**	4 **12%**	0 **0**	1 **3%**
The conference met my expectations	12 **39%**	15 **48%**	3 **10%**	0 **0**	1 **3%**

Comments

How did you hear about the conference?

Joint Staff Message	12
JWFC Web Site	9
Word of Mouth	6
Other	5

What other topics should be discussed a future lessons learned conferences?

"Share lessons"

"How FAARs play into the JCLL Data Base development"

"Access by allies, SIPRNET based program raises many security classification issues"

"I liked the where we are, where we are headed approach/format to this conference"

"Now that we've laid the ground work on where we are and our vision, need to discuss problems we all face with data collection and lack of any authority to mandate requirements for reporting"

"Automated solutions for collection (commercial off the shelf), analysis and distribution of information"

"Linkage of data bases (JULLs, RAP), CINCs for maximum efficiency"

"Development of the CINCs JAAR submission compliance"

"More on the Knowledge Management side"

"No, but suggest next conference puts more on methodologies for implementing the fix, flowing from the identification of the problem (Lesson Identified). A brief on the RAP and its linkage to JULLs might be a useful kick off point"

"Other emerging technologies that may assist in the process"

"JTF Commander/CAPSTONE level data base for post operational experiences, reports, directives and relevant documentation.

"Lessons learned, observation, AAR comments, does all this go into a data base – not just 'pure LL' "

"How LL are shared within DOD – across interagency – multinational flavor. Role of Defense Information Systems Agency (DISA)"

"Analysis tools available to gain meaning from data. Data collection methods (survey). Developing publications to disseminate LL information"

"Should there be an overall lessons learned agency to provide a single point of access to all lessons learned organizations"

What topics should not have been discussed at the conference?

"CJCSI"

"Analysis Method Brief – It was presented like a Philosophy College class lecture, very nice, but not necessary"

"First day briefs should focus more on successes and failures of programs, not on program processes and organizations"

"No topic; however: I don't think the LL program is at a stage where multi-national concerns are applicable. First there needs to be a 'walking' program and right now the program is 'crawling'"

"DoE – review and ask yourself, 'What do we want the audience to take away/learn?'"

"The analysis briefing wasn't very interesting"

Would you be interested in giving a presentation at a future lessons learned conference? If so, what topic would you like to discuss?

"Results of Trends study"

"Lessons Learned of the Aerospace Expeditionary Force Center Lessons Learned Program"

"I would anticipate that PJHQ may wish to update the forum on the UK Joint Lessons Identified Process"

"Maybe modify the AFIIP for cross platform interoperability"

"The NATO-wide bi-sc lessons learned policy"
"Suggest you contact Col Faircloth at DTRA to have agency speak to LL process"
"Aerospace Expeditionary Force Center same as AFCKSLL"
"JLOC Lessons Learned"

Additional Comments

"The *conference focus on substance of LL vice format*: share lessons; share techniques for collection, analysis, and distribution; define terms – issue, lesson, and observation; describe collection methods; form a program; send out read ahead; reconvene symposiums to review programs"

"JTIMS briefing – the slides were to busy, small print, hard to read and didn't have anything to do with lessons learned; Analysis Method Brief was well presented, but a waste of time; *David Free's briefing needs to 'go on the road' and be briefed a various courses* (i.e. DIRMOBFOR course, AMWC course, JAOCZO, etc.); JSOF brief – I admit that I am not a very smart person, so I will make the following statement, 'I have no idea what this briefer is talking about"

"I was *never able to access the conference web site*. On line registration and information was therefore unavailable. The web page would not load properly even with 128-bit encryption enabled on my computer."

"Conference was not well advertised. We found out about the conference after the call for briefings. We visited the JCLL back in March, left business cards, but no notification. No mention of the conference was made to us at the time. The *purpose of the conference was vague on the conference web page. We were not sure what to expect*. I could not find the agenda on the web page. JCLL/JWFC web page was difficult to find info on. I clicked on some buttons and nothing appeared. I was accessing from a '.mil' domain. Also, I could not figure out how to register for the JWFC/JCLL site. Analysis brief by JWFC was more theory and not enough application. We *need to know how others are analyzing their data so we can benchmark*. Each command is going to have to develop their own processes. Dr. Aha's briefing was very difficult to understand. Any Knowledge Management system must be balanced between getting robust information versus simplicity of use. The system he described seemed too difficult"

"Overall: Conference was well-organized and about what needed to be discussed at a first ever conference. Expect future conferences to get more into nuts and bolts and problem discussion. Would be nice if attendees left their personal agendas (hidden) at home. Beyond your control, but annoying nonetheless, are the continued attacks on any commands LL program. Once you've aired your disagreement with their process – Let it Go! There is no value added in continuing discussion on a topic with such disparate opinions – Agree to Disagree! *Glad to see such a wide array of backgrounds – everyone brings something unique to the table. DoE and NATO were most notable* for opening my eyes to other means to get the job done.

"JTIMS: interesting, but, given the short duration of this conference, it should have been presented, only in 5 minutes. AFCKSLL: extremely interesting, but really too long (for the same reason). AFIIP: the presentations were very interesting. I am in charge of the Analysis and Validation of the CJTF concept implementation process within NATO. It was extremely interesting for me to attend this conference. *My main 'lesson learned' from this two days is that we all meet exactly the same problems (how to obtain the interest of the chain of command, of the public; how to sent the good LL to the good person, etc. Congratulations for the conference!* I hope I can attend the next one. I suggest the French Joint HQ be invited.

"LLP is a Commander's program. The JS facilitates the sharing of LL via info technology. Commanders at Tactical, Operational, and Strategic levels must have a formal process to accomplish the LL mission. The JS **cannot** assume this mission. *Info management utilities as described by Mr. Free (AFIIP) represent excellent options for use by Commanders to facilitate/enable their LL mission*. The mission requires resources (C4I, software, people) but, more importantly, command involvement. *The LLP will best serve commanders by providing/enforcing some measure of standardization*, via CJCSI, assistance in training on the use of tools to enable the standardization, assistance in resourcing the mission. The LLP will be less successful if it attempts to micro-manage the execution of the mission. In effect, it would be a lessons-shared program where 'learning' which should have happened at the execution level does not happen because of bypassing the command or downplaying the absolute necessity for command involvement."

"In-processing was made difficult only by the long walk around the building. I was under the belief that the conference would be more far reaching. More KM, broader area of concern, based on the final draft of the CJCSI 3150.25A. A LL by definition has a very narrow focus – technique, procedure, or practical workaround – not information or research from an operational test. *Too much on 'where we are' and not enough on where we need to be going. The conference could/should have been longer, if that would have given more time for where we are/need to be going.* I came to the conference thinking this was going to be more about how LL are worked in a KM system/world. This was not the case. However, the AF saved the day (and hopefully, lots of $) with their presentation. *Although I have been critical, overall, I think it was a good presentation/conference* for the intended audience. I have learned a lot and looking forward to more and making it better for the user/operator."

"An excellent, well-organized and very useful conference."

"Existing software WINJIIP, AFIIP are Microsoft based. The system needs a similar capability for cross platform interoperability, such as Java servlets, etc.

"Your web site was not accessible by PAT. This means also that we are not able to see the minutes and presentations. Please forward this information directly by e-mail to us. We are interested in the common vocabulary. This is the first thing that has to be done. Highlight also the differences: Managed LL system ——Open LL system; Observations —— Lessons Learned; Analysis beforehand resulting in LL—— analysis later based on LL; shared knowledge/experience —— RAP."

"Need to control some long winded presenters."

"*How will Advanced Distributed Learning (University After Next) play in Lesson Learning Distribution process*? Needed to show AFIIP on day one."

"*Information posted on the web was very good, except for agenda*. Web page continually had notice to check back for agenda/schedule information. On 27 October, I had to contact one of the POCs to find out the start time of the conference."

"Very nicely run conference. *Excellent approach to have the primary joint LL feeder organizations represented at the conference* (PACOM, CENTCOM, SOCOM, etc.) Recommend this type of meeting be done every two years. The LL process continues to evolve as the services try to optimize use of remaining resources."

"I'm excited about the direction we are headed. This forum was well overdue. Some great issues were tabled and I feel that they were handled exceptionally. *Majority of the concerns from the audience could have been answered in an earlier brief from AFCKSLL*. I know that we have developed an outstanding tool that will meet the majority if not all the attendees' needs. This was a great forum. Look forward into meeting the new 'Challenges of the 21st Century'."

"*The agenda was not on the web site*. It should be! Registration was not easily accomplished via Internet. A bit tough! Proposed changes to order of presentations: JTIMS – OK; DoE – relevance to warfighter not clearly linked. Do we want to hear about all those safety problems? There are some big points to make – DoE audience must get DoE LL. The process and flow are important to know – even for DoD process. Shorten the brief. Stress why DoE is briefing; UK – brief – pitch in the AM (when audience is awake) this briefing in afternoon is tough to take; CALL – top notch brief. Best brief; Remainder – order was OK. Packet – it would be useful and better to have copies of briefing slides available in the conference packet. It is so *much better to have slides available for our note taking on each slide*. Three slides per page are satisfactory. Presentation – it would be very helpful to the learning process if presenter briefed an actual LL example to support what they briefed about a LL process. AF brief was super, but an example would have been very useful. *Summary – Whole conference – very professional* +++; $20 fee – about right +++; Coffee, refreshments – super ++++; Reception – super +++; Seating – if possible put attendees at tables, chairs by themselves are tough in the back and harder to take notes."

"I *wish more time was devoted to the JAAR process/requirement*. The SOCOM briefing was a good 'out of the box' view."

"The DoE overview of how the organization does LL, I think should have been done in the morning because it defined LL. The examples of how DoE labs check events for safety, taking into account materials that are not similar. *Do DoD agencies look at other successes to see how they can adapt to fit their system*? I always get the feeling that failures are never acknowledged or studied, since they never existed or are acknowledged. AF David Free brief should have been on the first day. Excellent examples of how to set up a system. The *conference agenda should list not only time/topic, but also presenter and their agencies*."

WWJLL Conference POC List

Name	E-mail Address	Command Name	Comm Phone	DSN Phone	CMB
AHA, DAVID	aha@aic.nrl.navy.mil	NRL (CODE 5515)	202-404-4940		YES
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PATTON, BOB	patton@acom.mil	JST	757-686-7517	668-7517	
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Announcements

The Joint Lessons Learned Program (JLLP) Configuration Management Board (CMB) will meet at the Joint Warfighting Center, Suffolk, Virginia, on 6-7 March 2001. All CMB members and interested parties are invited to attend. At this meeting, the Board will begin addressing the 19 items identified at the first World-Wide Joint Lessons Learned Conference (see WWJLL Conference Overview, page 3). An official announcement will be sent to all members prior to the meeting to formalize attendance and to establish an agenda for the meeting. Non-members may contact the JCLL to request information and be added to the attendance list.

The second World-Wide Joint Lessons Learned Conference (WWJLLC) will be held at the Joint Warfighting Center, Suffolk, Virginia, on 9-11 May 2001. Attendees at the first conference will be notified by e-mail prior to the conference dates. Other interested parties may contact the JCLL and request information on the conference and to sign up to attend. We are looking for the widest possible participation from the Lessons Learned Community in order make this forum an effective tool for bringing the Joint Lessons Learned Program together for the next century. Look for further information in the March JCLL Quarterly Bulletin, Volume III Issue 2.

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